

# IRAQ GOVERNANCE STRENGTHENING PROJECT (TAQADUM)

Annual Monitoring and Evaluation Report

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**Annual Monitoring and Evaluation Report** 

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## **Acronyms**

ARDP Accelerated Reconstruction and Development Project

COMSEC Council of Ministers Secretariat

CSD Citizen Service Desk

CSS Citizen Satisfaction Survey

ESDO Essential Services Delivery Oversight

GO Governor's Office

GSP Governance Strengthening Project

HCCP High Council for Coordination Among Provinces

ITRS Issue Tracking and Reporting System

KRG Kurdistan Regional Government

LC Letter of Credit

LGA Local Government Association

M&E Monitoring and Evaluation

MOF Ministry of Finance

MOP Ministry of Planning

NGO Non-Governmental Organization

OSTP Organizational Self Transformation Program

PIRS Performance Indicator Reference Sheet

PC Provincial Council

PMP Performance Monitoring Plan

PPDC Provincial Planning and Development Council

PPL Proposed Project Lists

SAB Supreme Audit Board

SDPS Service Delivery Performance Standards

SLIT Sub-legislation Implementation Tracking System

SMoPA State Ministry for Provincial Affairs

SOP Standard Operating Procedures

#### **EXECUTIVE SUMMARY**

As per Section F.7.B.(6), Chemonics provides its Annual Monitoring and Evaluation Report for the Iraq Governance Strengthening Project (Taqadum) under Contract No. AID-267-C-II-00006. This report provides an analysis of progress against performance indicator targets, project highlights, an evaluation of major program areas and cost effectiveness, lessons learned, and recommendations. Readers of this plan should be familiar with the USAID Contract No. AID-267-C-II-00006, the Taqadum Annual Workplan, Performance Management Plan, Monitoring and Evaluation Plan, and Quarterly Performance Reports.

#### **ANALYSIS OF INDICATORS**

Indicator #1: Annual Change in the Citizen Satisfaction Index Value

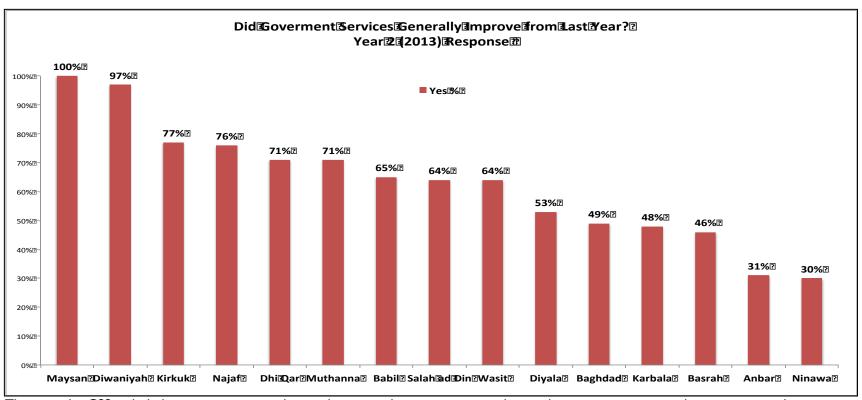
Did Governme	ent Services Generally	Improve from Last Year?
Province	2013 Results	2012 Results
	"Yes"	"Agree or Strongly Agree"
Baghdad	49.0 %	46.6 %
Babil	64.6 %	61.9 %
Diyala	52.6 %	44.2 %
Anbar	31.2 %	56.6 %
Karbala	47.8 %	36.5 %
Najaf	76.3 %	69.6 %
Muthana	71.1 %	55.4 %
Basrah	46.0 %	60.4 %
Maysan	99.6 %	57.1 %
Diwaniyah	97.2 %	67.5 %

77.3 %	52.9 %
64.4 %	46.7 %
29.6 %	21.9 %
71.4 %	30.2 %
64.2 %	52.7 %
58.9 %	50.7 %
	64.4 % 29.6 % 71.4 % 64.2 %

<u>Description</u> Iraq's estimated population of approximately 30 million people is distributed over 15 provinces and the Kurdistan Regional Government (KRG). This survey covers only the 15 provinces but does not proportionally reflect the ethnic, religious, gender or geographical distribution of the population. Funding, time, data and security prohibit a traditional scientific survey. For similar reasons, Iraq has not been able to conduct a national census since 1997. However, the results of the Citizen Satisfaction Survey (CSS) reported here provide provincial officials a valuable connection with the citizen and an accurate reflection of the attitudes and perceptions of the 15,250 citizens interviewed. This is an additional reference point, just as are public meetings and citizen comments that can guide public decision-making.

The 2013 CSS team surveyed 15,250 people in fifteen provinces throughout Iraq. At least 780 people were surveyed in each province, with more surveyed in certain key provinces (For example, 2,892 people were surveyed in Baghdad, 1,436 people were surveyed in Ninawa and 1,434 people were surveyed in Basrah). The CSS 55-person team conducted the project interviews in July and August of 2013. Most respondents (82%) were from urban areas and only 18% were from rural areas because many provinces' rural areas were unsafe for survey teams to enter.

Additionally, with regards to gender, nearly three-fourths (73%) of respondents were male. Respondents generally belonged to one of eight groups: 1) Student, 2) Education Employee, 3) Health Service Employee, 4) Private Sector Employee, 5) Civil Society Employee, 6) Home-maker 7) Non-Military Government Employee and 8) Unemployed.

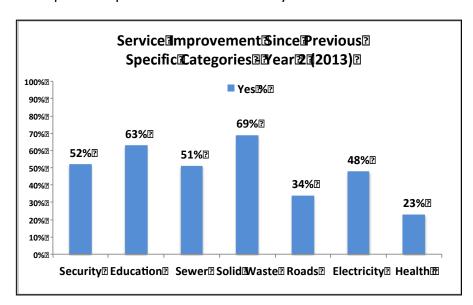


This year the CSS included more questions and was administered to more citizens than in the previous year in order to ascertain their perceptions of government service trends (Are services better this year than last?) and ratings of how governments provide services (How do you rate the level of a service?), as well as gauge citizen perceptions of how governments take into account the needs and input of citizens (How do you rate the government in the area of responsiveness to citizen complaints?). Respondents were asked about their perceptions of government services in the areas of education, electricity, security, sewer, solid waste disposal, roads, health and overall government services. The survey results indicate that respondents overall believe that general services have improved in Iraq since the previous year. Over half (58.9%) of all respondents indicated such improvement. Ten provinces (two-thirds of provinces covered in this survey) found over 50% of respondents indicating general service improvement. These provinces include Babil, Diyala, Najaf, Muthana, Maysan, Diwaniyah, Kirkuk, Salah ad Din, Dhi Qar and Wasit. At the same time, survey results in five provinces indicated less than 50% of their citizens felt general services had improved. These provinces include Baghdad, Anbar, Karbala, Basrah and Ninawa.

When asked about improvement in specific service categories since the previous year, over half of survey respondents reported improvement in security, education, sewer and solid waste services. The highest rated services are solid waste disposal at 69% and education at 63%. Roads registered a relatively poor score with only about one-third of respondents reporting improvement, but despite the low score, citizens did not list roads as a service priority area. Meanwhile, Iraq's challenges to providing electricity services are clear in the survey results; less than half of citizens throughout Iraq reported an improvement in electricity services.

Survey results in every province except Ninawa indicated electricity services as one of citizens' three most frequently noted service priorities. At the same time, citizens' feedback on health services also indicated a need for improvement. When asked if government health services had improved as far as quality of service provided, only 23% of respondents throughout Iraq rated this area as "good" or better. Four provinces (Babil, Anbar, Diwaniyah, and Dhi Qar) identified health services as one of its three top service priorities.

These results could be indicative of the projects chosen for investment in recent years, with some prioritizing solid waste, and education, while other provinces put resources into electricity services.



policy makers additional information on the perceptions of citizens.

The 2013 Citizen Satisfaction Survey differed in key ways from that undertaken in 2012. Last year's survey focused on five key services areas: security, health, electricity, water and education. The 2013 survey featured additional new service categories of sewer, solid waste and road services. In addition, the 2013 survey expanded the number of questions asked in each service area to better gauge citizen satisfaction with existing services. This increase in data will hopefully provide more useful and targeted information to local governments in order to aid them in addressing these service concerns.

Please note that security and resource limitations make it impossible to collect a truly randomized sample that proportionally represents each province demographically and geographically. However, the surveys are compared to provide

Comparing 2012 and 2013 survey data results sheds light on where governments have improved the delivery as well as where they should consider focusing more attention and resources. Services that report notable overall improvement in 2013 include education and general

services with 63% and 59% rates of improvement, respectively. Service areas that did not fare as well were health and electricity with 23% and 48% improvement rates, respectively. Perennially a highly ranked public concern, security evidenced a relatively unchanged rate of improvement. In 2012, the perception of security improvement throughout Iraq received a score of 53% and 52% in 2013.

Both the 2012 and 2013 survey results indicate further support to Iraqi government is needed to improve services.

Indicator #2: Annual Change in the GSP Effectiveness Index Value

Indicator #2  Annual Change in the GSP Effectiveness Index Value	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah ad-Din	Wasit
Baseline (Completed in 2013 for 2012)	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Actual 2nd Survey (Completed in 2013)	511	333	1,167	333	167	0	667	0	333	667	500	667	667	667	1,000	500
Variance	411	233	1,067	233	67	-100	567	-100	233	567	400	567	567	567	900	400

<u>Description:</u> The GSP Effectiveness Index provides a measure of the change in provincial capacity and performance as a result of GSP interventions. Each province will be scored on specific benchmarks in 13 functional areas, each closely tied to GSP activities. Index values are calculated by setting the average score for all provinces to a value of 100, and then calculating the equivalent index value for individual provincial scores. Scores are based on a scale comprising of values that range from 0 to 5 that are pre-defined and linked to escalating achievements of GSP interventions in the 13 functional areas.

Important Note: The Baseline GSP Effectiveness Index survey was scheduled and completed in Q2 of 2013. It measured local government conditions as of October 1, 2011. Predictably, the scores were very low. In addition, in Q2 of 2013, GSP also surveyed conditions as of Q2 to capture progress 18 months from the baseline reading. Predictably too, there was a significant increase in the index values.

<u>Variance Analysis:</u> The baseline GSP scores were low, as this is the starting point for the provinces. Low scores do not indicate poor provincial governance. They reflect that the province has not yet adopted the lessons and practices that GSP advocates. Given the structure of the survey instrument, the second survey yielded significant increases compared to the baseline. This unto itself is not indicative of rapid adoption of GSP interventions. After the 2<sup>nd</sup> survey was administered, on a prorated basis (over a 4-year horizon, which is how the GSP instrument was developed), provinces were actually lagging in their adoption of GSP interventions, as of Q2 of 2013.

Indicator #3: Number of Units Implementing Newly Devolved Functions and Authorities

Indicator #3  Number of Units Implementing Newly Devolved Functions and Authorities	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah ad-Din	Wasit
Target (2013)	10	0	I	I	I	I	I	I	I	I	0	0	I	0	0	I
Actual (2013)	12	I	I	0	I	I	I	I	I	0	0	I	ı	I	I	I
Variance	2	l	0	-1	0	0	0	0	0	-1	N/A		0	l	I	0

<u>Description</u>: This indicator measures any unit, described here as any section, division, or department of the provincial or local government implementing any functions or authorities delegated or devolved to it from the central government during a program year.

<u>Variance Analysis:</u> In 2012, the Prime Minister's Office and the Ministry of Planning mandated the development of Provincial Planning and Development Council (PPDC). Through the PPDCs, integrated provincial and economic development planning involving all relevant stakeholders are now conducted at the local level. During the program year, 12 PPDCs were established with significant assistance from GSP. Baghdad and Kirkuk have thus far rejected the idea of forming a PPDC while Maysan developed their PPDC without GSP assistance.

Indicator #4: Number of Female Council Members who Participate Actively in GSP Project Interventions

Indicator #4																
Number of Female Council																
Members who Participate	ovinces						ے								ad-Din	
Actively in GSP Project	ovir			ad		Qar	aniyah	_	la	<u>~</u>	<u>_</u>	ına		, a	ad-l	
Interventions	All Pr	Anbar	Babil	Baghdad	Basra	Dhi Q	Diwar	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah	Wasit
Target (2013)	63	3	6	8	3	3	4	4	3	6	3	2	5	6	2	5
Actual (2013)	85	0	0	24	5	0	0	I	9	П	I	3	5	9	2	15
Variance	22	-3	-6	16	2	-3	-4	-3	6	5	-2	1	0	3	0	10

<u>Description:</u> Female council members implies members of Provincial or Local Councils whose active participation in GSP means their physical presence or direct involvement with any of the GSP interventions during the course of a program year. The degree of involvement of women council members with the project interventions is synonymous with a higher-level of gender mainstreaming in local government. Participant counts are unduplicated throughout the course of the program year.

<u>Variance Analysis:</u> The positive variance was achieved due to strategically planned gender activities in Q2 and because of the capacity building initiatives for new female council members conduced in Q4. Female council members from 11 of 15 provinces participated in GSP interventions. Five provinces (Baghdad, Wasit, Kirkuk, Karbala, and Ninawa) accounted for 80 % of all participants.

Indicator #5: Number of OSTP Self-assessments Completed

Indicator #5																
Number of OSTP Self- assessments Completed	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah ad-Din	Wasit
Target (2013)	8	Ī	I	I	I	0	0	0	I	I	0	0	I	I	0	0
Actual (2013)	6	0	I	I	ı	0	0	0	I	I	0	0	0	I	0	0
Variance	-2	-1	0	0	0	N/A	N/A	N/A	0	0	N/A	N/A	-1	0	N/A	N/A

<u>Description:</u> The Organizational Self Transformation Program (OSTP) builds capacity inside the GO (and PC in the case of Baghdad) to internally identify, prioritize, plan and address opportunities for improvement of internal operations and citizen service delivery. This indicator captures the completion of the initial phase in the OSTP cycle, Self Assessment. A completed self-assessment is counted upon the delivery of the final draft report detailing the findings of the self-assessment to the project and to the organization's leadership, as agreed upon together at the start of the OSTP cycle in each organization.

<u>Variance Analysis:</u> The negative variance is due to incompletion of the self-assessment in two provinces. In Najaf, the self-assessment was delayed due to provincial elections and setting up of the new GO administration while in Anbar, major OSTP activities were stopped the Q3 and Q4 due to instability caused by deterioration of the security situation.

Indicator #6: Number of Provincial Capital Investment and Operating Budgets Submitted to MoP on Schedule

Indicator #6																
Number of Provincial Capital	6															
Investment and Operating	ce						ے								٦	
Budgets Submitted to MoP	ovinces			ad		Qar	ıjya	_	<u> </u>		u	ına		'a	ad-Din	
on Schedule	All Pr	Anbar	Babil	Baghdad	Basra	Dhi Q	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah	Wasit
Target (2013)	9	0	I	I	I	0	I	0	I	I	0	0	I	I	0	I
Actual (2013)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Variance	-9	N/A	-1	-1	-1	N/A	-1	N/A	-1	-1	N/A	N/A	-1	-1	N/A	-1

<u>Description:</u> Provincial budget refers to the two sections of the annual provincial budget regulated by the Iraqi annual federal budget law and by Ministry of Finance and Ministry of Planning submission process, directives, and deadlines. The provincial operational and capital investment budget contains annual budgetary forecasts necessary for the rehabilitation and establishment of public infrastructure and services to the citizen, and includes operations and maintenance costs. This measure is indicative of the capacity of provinces to meet the submission agenda set by the federal authorities and underscores the adequacy of the prevailing annual budget cycle process.

<u>Variance Analysis:</u> No province met the threshold for this indicator that requires on-time submission for <u>both</u> the operating <u>and</u> investment budgets. While some provinces were able to submit their operating budget on time, no province met the deadline for submission of the investment budget.

The major reason for this occurrence is that the timing of the election cycle coincided with the budget calendar. It was not until June that the majority of new council members were sworn in. This followed a period where new councils began organizing their sub-committees and acclimating themselves to their new roles including understanding their fiduciary responsibilities and examining the project list contained in the investment budget. In some provinces, these sub-committees have not yet been set up and caused further delays in approving the investment budget. Most provinces anticipate only submitting their capital budget in November; this is four months after the submission due date.

Indicator #7: Number of Standard Operating Procedures (SOP) Drafted and/or Revised with GSP Assistance

Indicator #7  Number of Standard  Operating Procedures (SOP)  Drafted and/or Revised with  GSP Assistance	l Provinces	nbar	Babil	Baghdad	Basra	Dhi Qar	iwaniyah	diyala	(arbala	Kirkuk	1aysan	Muthana	Najaf	Vinawa	Salah ad-Din	/asit
Target (2013)	<b>₹</b>	₹	Ä	Ä	Ä	Δ	SOPs a		호 onal-lev	_	_		Z	Z	S	>
Actual (2013)	10						SOPs a	re nati	onal-lev	el publi	cations	3				
Variance	-5						SOPs a	ire natio	onal-lev	el publi	cations	<b>3</b>				

<u>Description:</u> This indicator relates to the number of provincial planning, legislative, budgeting, institutional development, and fiscal standard operating procedures, drafted or revised with GSP assistance. A standard operating procedure includes documented guidance, instructions, and process maps.

<u>Variance Analysis:</u> The negative variance is due to the re-scoping of GSP activities. The new work plan from July 1, 2013 to March 31, 2014 with its logical and sequential programming outputs is targeting drafting and/or revising 5 SoP's in the next 2 quarters of Year 3 of GSP. This is equal to the negative variance shown here. Essentially, the remaining 5 SoPs are being brought forward to Y3 and is a direct result of the re-scoping of the project.

Indicator #8: Percentage of Women, Youth, and Minority Groups Participating in the Provincial Planning Process

Indicator #8																
Percentage of Women,	es														<u>_</u> _	
Youth, and Minority Groups Participating in the Provincial	rovinces			P		<u>_</u>	aniyah					а			ad-Din	
Planning Process	Pro	ar	_	~	ğ	Qar	ani)	ala	oala	¥	san	uthana	4_	ıwa	ם ר	asit
riallilling riocess	AII F	Anbar	Babil	Baghda	Basra	Οhi	<u>×</u> <u>×</u>	Diya	Karbala	Kirkuk	Maysan	Mut	Najaf	Ninawa	Salah	Was
Target (2013)	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
A - (2012)	21.420/	4.00/	10.00/	15.40/	2.4.00/	20.00/	E0.00/	00/	14.10/	201	22.00/	10.70/	22.00/	1000/	10.50/	24.704
Actual (2013)	21.42%	4.2%	12.3%	15.6%	24.0%	30.0%	50.0%	0%	16.1%	0%	20.0%	10.3%	22.9%	100%	12.5%	36.7%
Variance	11.42%	-5.8%	2.3%	5.6%	14.0%	20.0%	40.0%	-10%	6.1%	-10%	10.0%	0.3%	12.9%	90.0%	2.5%	26.7%

<u>Description:</u> Planning activities at the provincial level includes the participation of women, youth, and minority groups in the PPDC process. The PPDCs employ a participatory process involving relevant public and private sector stakeholders as well as citizens through representation by non-governmental organizations (NGOs). PPDC meetings and GSP capacity building initiatives are the primary inputs to this indicator.

<u>Variance Analysis:</u> Positive variance is due to strong underlying representation by youth and women in Basrah (most women and youth participants) and Wasit (second most women and youth participants). Some additional measures, unduplicated, include:

- As a percentage of total participants, women accounted for 10.43% of all participants;
- As a percentage of total participants, youth (both men and women) accounted for 13.41% of participants;
- The percentage of male youth to overall male participation is 12.27%; and
- The percentage of female youth to overall female participation is 23.21%

Indicator #9: Number of Provinces that Meet the MoP/MoF Reporting Requirements and Deadlines

Indicator #9  Number of Provinces that Meet the MoP/MoF Reporting Requirements and Deadlines	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Vinawa	Salah ad-Din	Vasit
Target (2013)	15	1	I	I	Ī	Ī	Ī	Ī	I						I	1
Actual (2013)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Variance	-15	-1	-1	-I	-I	-I	-I	-I	-1	-	-1	-I	-1	-I	-1	-1

<u>Description:</u> A key element of effective planning and budgeting at the provincial level is provincial planning authorities' compliance with Ministry of Planning (MoP) and Ministry of Finance (MoF) reporting requirements and deadlines. The indicator will measure conformance to MoP/ MoF reporting requirements and deadlines by provinces in relation to fiscal and budgeting areas.

<u>Variance Analysis:</u> No province met the qualifying threshold to be counted. This is due to the strict application of how to count a qualifying province. In this instance, since the method of calculation in the Performance Indicator Reference Sheet (PIRS) makes no mention of an acceptable percentage, Taqadum has to apply a 12 out of 12 months on-time submission of the monthly trial balance by the PC or GO to MoP/MoF. While some provinces submitted their trial balance by the due date on multiple occasions, no province submitted this document on time for all 12 months.

Indicator #10: Number of Government Officials Receiving GSP Trainings in Conducting Community Outreach and Citizen Participation Process

Indicator #10  Number of Government Officials Receiving GSP Trainings in Conducting Community Outreach and Citizen Participation Process	All Provinces	bar	oil .	Baghdad	ra	i Qar	Diwaniyah	ala	Karbala	kuk	Maysan	Muthana	jaf	Ninawa	ah ad-Din	ısit
·	A	Anbar	Babil	Bagh	Basra	Dhi	Οiw	Diyala	Kart	Kirkuk	Мау	Mut	Najaf	Nin	Salah	Wasit
Target (2013)	114	6	12	12	8	6	6	6	8	6	6	6	12	6	6	8
Actual (2013)	125	2	6	I	2	5	3	I	3	I	0	0	П	71	0	19
Variance	Ш	-4	-6	-11	-6	-1	-3	-5	-5	-5	-6	-6	-1	65	-6	Ш

<u>Description:</u> This indicator counts the number of government officials receiving GSP trainings in conducting community outreach and citizen participation. The same person receiving multiple trainings over the duration of a program year counts as one participant. GSP capacity-building training refers to knowledge or skill building that follows a stated learning objective. Government officials are defined as provincial or local council staff.

<u>Variance Analysis:</u> The positive variance is due to two provinces (Wasit and especially Ninawa) having a high net positive variance to offset the negative variance from the other provinces. The negative variance in 13 provinces is due to (a) citizen participation program activities that were focused on public meetings technical assistance and less focused on citizen participation training, and (b) negligible community outreach training during the program year due to difficulty in recruiting community outreach expatriate expertise and the elimination of the community outreach program element in the re-scoping of GSP activities.

Indicator #11: Number of Consensus Building Forums (Multi-party, Civil/Security, and/or Civil/Political) Held with GSP Assistance

Indicator #11  Number of Consensus																
Building Forums (Multi- party, Civil/Security, and/or Civil/Political) Held with GSP Assistance	Provinces	ınbar	li	Baghdad	z.	i Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	jaf	Ninawa	ah ad-Din	Vasit
	₹	An	Babil	Ва§	Basra	Dhi	چ	اَمُ	Kaı	Κir	Ma	Σ	Najaf	į	Salah	$\geqslant$
Target (2013)	4	0	I	2	I	0	0	0	0	0	0	0	0	0	0	0
Actual (2013)	51	0	5	2	5	3	6	2	I	5	3	3	3	2	5	6
Variance	47	N/A	4	0	4	3	6	2	I	5	3	3	3	2	5	6

<u>Description:</u> This is an F indicator and refers to multi-party, civil/military, civil /political forums and events, seminars, meetings, and conferences that bring together groups in tension or conflict in an effort to generate greater understanding and consensus. Civil means *public* and indicates a meeting, town hall, forum, etc. in which the public can communicate directly with representatives of parties (or government) or the security sector (military, police).

<u>Variance Analysis:</u> Public meetings that bring together citizens and local officials to develop consensus decisions are the basis from which GSP measures this indicator. In particular, public meetings to develop project priority list (PPL) were conducted in all provinces except for Anbar. The big variance is due to (a) low target set in order to better understand how to fit this indicator into GSP's program element, and (b) high number of public meeting conducted to develop consensus based PPLs in 14 provinces.

Indicator #12: Number of Government Officials Trained by Iraqi Institutions with GSP Support

Indicator #12  Number of Government Officials Trained by Iraqi Institutions with GSP Support  Target (2013)	06 All Provinces	Anbar	Babil	Baghdad	Basra O	2 Dhi Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	ر Salah ad-Din	Wasit
Actual (2013)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Variance	-90	-5	-5	-15	-10	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5

<u>Description:</u> This indicator measures the sustainability of GSP knowledge, moving forward. It requires the transition of knowledge content delivered by a third party training provider. Government officials are defined as provincial or local council staff.

<u>Variance Analysis:</u> GSP's planned use of third party training providers to provide training to newly elected provincial council members and appointed officials never materialized due to the long cycle to seat these officials.

GSP had an Indefinite Quantity Subcontract in place since the Quarter 2 to assist in meeting this indicator threshold but was unable to execute it due to the delays in getting officials sworn in which resulted in more urgent capacity building needs that was best conducted by GSP staff.

Indicator #13: Number of Provinces Implementing a Systemized Process for Monitoring Service Delivery

Indicator #13  Number of Provinces Implementing a Systemized Process for Monitoring Service Delivery	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Vajaf	Ninawa	Salah ad-Din	Wasit
Target (2013)	11	0	I	I		0	I	l	I	I	I	0	I	0	I	I
Actual (2013)	13	I	I	I	I	0	I	I	I	I	I	I	I	I	0	I
Variance	2	I	0	0	0	N/A	0	0	0	0	0	I	0	I	-	0

<u>Description:</u> Service delivery improvements require reliable and sustainable systems deploying systemized processes or mechanisms for monitoring and reporting of service delivery issues. Introduction of a new process or mechanism, or a measurable improvement in the existing processes or mechanisms for monitoring and reporting of service delivery issues due to GSP support would make the province eligible to be counted.

This is a top-level or roll-up indicator for <u>Indicator #15</u>: Number of Essential Service Delivery Oversight Entities Established or Expanded Through GSP Assistance; <u>Indicator #16</u>: Number of Citizen Service Desks Established or Improved Through GSP Assistance, and <u>Indicator #19</u>: Number of Provincial Performance Standards Developed in Coordination with Line Ministries to Address Service Delivery Issues Through GSP Assistance. A province is counted here is it meets the threshold requirements of any one of these three indicators.

<u>Variance Analysis:</u> The program year target has been surpassed and by definition of the PIRS, as 13 of 15 provinces have implemented a systemized process for monitoring service delivery. Eleven of fifteen provinces actually accomplished all three measures: (1) established Essential Services Delivery Oversight (ESDO) and conducted field test, (2) established or enhanced a citizen service desk (CSD), and (3) developed performance standards.

Indicator #14: Number of Service Delivery Issues Reported to Line Services Ministries as a Result of GSP Assistance

Indicator #14																
Number of Service																
Delivery Issues																
Reported to Line	S															
Services Ministries as a	)ce						4								Ωi	
Result of GSP	o Nii			lad		Qar	eyir		<u>a</u>		<u>_</u>	ana		۸a	ad-Din	
Assistance	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Q	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Vajaf	Ninawa	Salah	Wasit
Target (2013)	520	20	60	60	40	20	40	20	40	40	20	20	60	20	20	40
Actual (2013)	412	98	20	24	30	5	36	12	16	10	3	13	22	10	4	109
Variance	-108	78	-40	-36	-10	-15	-4	-8	-24	-30	-17	-7	-38	-10	-16	69

<u>Description:</u> This indicator counts the total number of service delivery issues (i.e., water, sewer, trash pick-up, road pavements, health, and education) reported to the line ministries by provincial government after receiving complaints through citizen service desks. Complaints are transmitted to the line ministry directorates in the province through official letters.

<u>Variance Analysis:</u> The negative variance is due to difficulty in getting the verification documentation especially in the first two quarters, which incidentally coincides with the period <u>before</u> the use of Issue Tracking and Reporting System (ITRS). As ITRS became more widely used starting in Quarter 3 and especially in Quarter 4, the reported number of service delivery issues increased as evidenced by the trajectory of the reported issues during the year: Q1 was 61, Q2 was 84, Q3 was 95, and Q4 was 172.

Indicator #15: Number of Essential Service Delivery Oversight Entities Established or Expanded Through GSP Assistance

Indicator #15  Number of Essential Service Delivery																
Oversight Entities Established or	ses														. <u>⊑</u>	
Expanded Through GSP Assistance	All Provinces	ar.		dad	l a	Qar	Diwaniyah	<u>a</u>	ala	쑼	san	Muthana	<b>-</b>	ıwa	ad-Din	i;
GSP Assistance	All P	Anbar	Babil	Baghdad	Basra	Οhi	Dix	Diyala	Karbala	Kirkuk	Maysan	Muth	Najaf	Ninawa	Salah	Wasit
Target (2013)	9	0	I	I	I	0	I	0	I	0	I	0	I	I	0	I
Actual (2013)	П	I	I	I	0	0	I	I	I	I	I	I	I	0	0	I
Variance	2	l	0	0	-1	N/A	0	l	0	l	0	ı	0	-I	N/A	0

<u>Description:</u> An Essential Services Delivery Oversight (ESDO) entity is a formally created and recognized body of the GO and/or Provincial Council and is charged with jointly managing the oversight of executive services. For an ESDO to be counted, it must be formally approved as a functioning activity with membership and at least one report describing actions taken to jointly monitor and oversee executive services. The latter is a direct result of the development of performance standards (Indicator #19).

<u>Variance Analysis:</u> The positive variance is due to the recognition by local government of the importance and impact that an ESDO has on measuring the level of services and the remedial action to improve services as a consequence of the entity's field tests. In the province of Ninawa, an ESDO type unit existed prior to GSP's intervention. However, GSP provided technical assistance to develop conduct field tests. The field tests are where the real value of an ESDO lies.

Indicator #16: Number of Citizen Service Desks Established or Improved Through GSP Assistance

Indicator #16																
Number of Citizen Service Desks Established or Improved Through GSP Assistance	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah ad-Din	Wasit
Target (2013)	6	0	I	I	I	0	0	I	0	0	0	0	0	I	0	I
Actual (2013)	22	2	I	I	2	0	2	3	2	I	I	I	2	2	0	2
Variance	16	2	0	0	I	N/A	2	2	2	I	I	I	2	Ι	N/A	I

<u>Description:</u> A citizen service desk (CSD) includes offices and other mechanisms in the GO and/or PC including on-line websites where the public may gain information about government services, obtain forms, lodge a complaint, and/or pay for public services such as permit or fees. To be counted, a service desk/ mechanism must be newly established or must add a new service or feature.

<u>Variance Analysis:</u> The positive variance is due entirely from the enhancement of services through the adoption and use of ITRS by all the provinces either at the GO CSD or the PC CSD or both. Additionally, a PC CSD was established in Diyala during the program year.

Indicator #17: Number of Issues / Complaints Captured by Citizen Service Desks and Reported to Provincial Government

Indicator #17  Number of Issues / Complaints Captured by Citizen Service Desks and Reported to Provincial Government	Provinces	ar	=	Baghdad	Z.	Qar	Diwaniyah	iyala	<arbala< a=""></arbala<>	Kirkuk	Maysan	Muthana	af	Vinawa	h ad-Din	asit
	₹	Anbaı	Babil	Вав	Basra	Οhi	ا ک	وَ	Kar	Ä	$\mathbf{A}_{\mathbf{a}}$	Σ	Najaf	불	Salah	$\stackrel{\circ}{\geqslant}$
Target (2013)	23,500	1,000	2,000	4,000	2,500	1,000	1,500	1,000	2,000	1,000	1,000	1,000	2,000	1,000	1,000	1,500
Actual (2013)	25,543	1,329	5,310	957	0	1,656	2,498	29	6,862	0	0	2,082	2,249	98	765	1,708
Variance	2,043	329	3,310	-3,043	-2,500	656	998	-971	4,862	-1,000	-1,000	1,082	249	-902	-235	208

<u>Description:</u> Issues and complaints are actionable requests communicated by citizens to the Governor's Office and Provincial Council through established mechanisms for receiving public input including citizen service desks. Reporting to provincial government includes formal, documented communication of individual complaints or of aggregated complaints and complaint trends. This indicator reflects the effectiveness of provincial government's outreach to citizens to accept and redress complaints.

<u>Variance Analysis:</u> The positive variance would have been significantly better if GSP was better able to access the required evidence. GSP anticipates that with the proliferation of ITRS in 13 of the 15 provinces, collecting information for this indicator will be enhanced and the number of issues reported will likely much higher.

Indicator #18: Number of Service Improvement Projects Adopted and Funded Through ARDP

Indicator #18  Number of Service Improvement Projects Adopted and Funded Through ARDP	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	(arbala	<b>Cirkuk</b>	Maysan	Juthana	Vajaf	Vinawa	Salah ad-Din	Wasit
Target (2013)	2,550	150	150	300	300	150	150	150	150	150	150	150	150	150	150	150
Actual (2013)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Variance	-2,550	-150	-150	-300	-300	-150	-150	-150	-150	-150	-150	-150	-150	-150	-150	-150

<u>Description:</u> Adoption and funding of new projects for improving the quality and capacity of service delivery infrastructure in provinces is necessary for the provision of better services to citizens. Accelerated Reconstruction and Development Project (ARDP) funds are an important resource to implement these service delivery projects. Accordingly, the number of service improvement projects adopted and funded by provinces through ARDP during a given year demonstrates the level of commitment by provincial governments to respond to community needs for better public service delivery. Projects being considered for this indicator are in the road, water, wastewater, and trash sectors.

<u>Variance Analysis:</u> The cause of the negative variance is directly related to <u>Indicator #6</u> Number of Provincial Capital Investment Budgets and Operating Budgets Submitted to MoP on Schedule. The delay in submitting the investment budget means that the information on the projects that would populate this indicator is not available at this point.

Indicator #19: Number of Provincial Performance Standards Developed in Coordination with Line Ministries to Address Service Delivery Issues Through GSP Assistance

Indicator #19  Number of Provincial																
Performance																
Standards Developed																
in Coordination with																
Line Ministries to																
Address Service	S														_	
Delivery Issues	nce						ے								Ö	
Through GSP	O Ni	·		lad		Qar	ا بر	ـــ	<u>a</u>	~	Ę	ana		va Va	ad-Din	
Assistance	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Q	Diwaniyah	Diyala	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah	Wasit
Target (2013)	48	0	6	6	6	0	5	0	5	0	5	0	5	5	0	5
Actual (2013)	144	20	22	4	0	0	18	3	12	17	3	13	17	0	0	15
Variance	96	20	16	-2	-6	N/A	13	3	7	17	-2	13	12	-5	N/A	10

<u>Description:</u> Performance standards are measures to gauge the quality or level of public service delivery. The provincial performance standards developed will cover at least the three basic municipal services: water, sewerage, and solid waste management. Standards will be eligible to be counted in a province when it is adopted by an oversight body and implemented via field service delivery monitoring tests. The targeted values correspond to the target provinces set in <u>Indicator #15:</u> Number of Essential Service Delivery Oversight Entities Established or Expanded Through GSP Assistance. Additionally, the actual values correspond to the actual provinces that established ESDOs as reported in Indicator #15.

<u>Variance Analysis:</u> The variance is positive because each performance standard within each of the three sectors for some of the provinces has yielded a more substantial amount of performance standards developed than originally envisioned.

Indicator #20: Number of Sub-national Government Entities Receiving GSP Assistance that Improves Their Performance

Indicator #20  Number of Sub-national																	
Government Entities Receiving GSP Assistance that Improves Their Performance	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Erbil	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah ad-Din	Wasit
Target (2013)	96	6	10	12	8	7	8	2	0	7	8	5	5	8	2	2	6
Actual (2013)	279	7	24	33	19	5	20	14	8	22	5	7	6	18	26	6	59
Variance	183	ı	14	21	П	-2	12	12	8	15	-3	2	I	10	24	4	53

<u>Description</u>: This is an F indicator. Sub-national provincial and local entities comprise all public institutions and private organizations that are not considered as being a federal or national institution and organization such as:

- Provincial and local councils
- Provincial and local councils committees
- Provincial and local councils committee offices
- Provincial gubernatorial, district and mayoral offices, departments, services and units
- Provincial line ministries directorate generals, directorates, department and units
- Provincial universities, institutes, colleges, departments and units
- Local governance associations, federations and networks
- Local associations and civil society organizations

GSP performance improvement assistance includes all activities referenced within the GSP approved annual work-plan. Improved performance may include the adoption of new practices or procedures advocated by GSP.

<u>Variance Analysis:</u> The positive variance is due to the high number of unduplicated entities that participate in GSP interventions and is consistent with the structure of provincial government with its many varied committees, units, and departments. Additionally, the positive variance is also due to GSP's low level of application of improvement measurement; in this instance all training qualifies.

GSP recognizes that this low-level application to qualify improvements in sub-national entities needs to be strengthened. For the upcoming year, GSP will be using higher-level of assessments to qualify these improvements. The description for Y3 assessments can be found in the GSP's PMP dated October 25, 2103.

Indicator #21: Number of Government Officials Receiving GSP-Supported Anti-corruption Training

Indicator #21  Number of Government  Officials Receiving GSP-	ses															in	
Supported Anti-corruption Training	All Provinces	Anbar	Babil	Baghdad	Basra	Dhi Qar	Diwaniyah	Diyala	Erbil	Karbala	Kirkuk	Maysan	Muthana	Najaf	Ninawa	Salah ad-Din	Wasit
Target (2013)	435	21	45	45	33	21	33	21	0	33	21	21	21	45	21	21	33
Actual (2013)	820	28	98	51	130	31	25	28	15	26	20	13	36	65	106	35	113
Variance	385	7	53	6	97	10	-8	7	15	-7	-1	-8	15	20	85	14	80

<u>Description:</u> This is an F indicator. Training is defined as technical training, in-service training, and workshops for civil servants and other public sector employees. Anti-corruption training for government officials is defined as skill or knowledge transfer intended to increase transparency and accountability and reduce corruption or leakage in public administration (for example planning, budgeting, or ethics training). The training articulates stated learning objectives and/or expected competencies for the trainees.

For GSP, training in topics within the nine principles of good governance (strategic vision, equality and consensus, participation, responsiveness, efficiency, effectiveness, accountability, transparency, and rule of law, (essentially all of GSP's training)) are considered when reporting on this indicator.

Variance Analysis: The positive variance is due to strong attendance at a large number GSP workshops, conference, and training specific events.

# **EVALUATION OF MAJOR PROGRAM AREAS**

Fundamentally, Taqadum's work with local government is responsive to the authority and responsibility given to local government under Law 21. Consistent with Taqadum's development objective, the program's interventions are focused on the citizen.

During the 2013 program year, Taqadum continued to shape, re-shape, and solidify the foundation of local government by building counterpart capacity and implementing local government systems to impact better public service delivery. Taqadum provided assistance to:

- Increase provincial self-governance through consolidating planning and resource allocation;
- Strengthen provincial government's role by expanding critical functions;
- Enhance data-driven decision-making capability;
- Diagnose organizational deficiencies and implement solutions to address these deficiencies;
- Implement inclusive resource allocation and decision-making processes that are responsive to citizens and involves stakeholder collaboration; and
- Empower provincial government's relationship with central government and enhance the ability to hold line ministries accountable for better service.

In the narrative that follows, each program element is examined and evaluated based on the criteria related to improvements in structure, systems, and skills as described below:

- (I) Structure responds to the question as to whether organizational structures in local government are augmented as a result of the specific Taqadum intervention.
- (2) Systems respond to the question as to whether local government processes have improved or are improving as a result of the specific Tagadum intervention.
- (3) Skills respond to the question as to whether organizational skills in local government have increased as a result of the specific Taqadum intervention.

Colored arrows denote the evaluation of each criterion: a green arrow indicates that the criterion is responding positively to Taqadum interventions and trending upward while an orange arrow indicates that the intervention is on-going. In some instances, the criterion is not applicable and is denoted as N/A. The Not Applicable label is also used when the program element was consolidated into another program element or deleted completely in accordance with modifications made to the Taqadum work plan.

The evaluation presented here is based on internal reporting, program element insights, and discussions among Taqadum staff during the course of the program year.

# 1.1 Organizational Self-assessment and Transformation Program (OSTP)

Impact	Effectively diagnosing system deficiencies and implementing solutions through internal consulting units
Accomplishments	<ul> <li>6 of 8 provinces completed the Self-assessment Benchmark Report</li> <li>172 improvement solutions identified</li> <li>16 improvements implemented</li> <li>Excellence Network launched with membership from seven provinces</li> </ul>



Disbursement ceremony for victims of terrorism. The OSTP team in Babil helped shorten the payment process for victim's families.

achieve and maintain organizational excellence.

# Background to Program Element

The Organizational Self-assessment and Transformation Program (OSTP) is a comprehensive and holistic approach for building the capacity of public sector organizations to continuously improve their performance. It is based upon a model of government excellence with three pillars: Citizen Focus, Effectiveness, and Transparency. The organizations conduct a benchmark self-assessment using the five OSTP criteria - Leadership, People (Human Resources), Knowledge, Processes, and Finance – to measure performance in relation to the three pillars, and implement improvements based on the findings. The OSTP model includes five phases implemented in a continuous cycle to

#### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

By default, OSTP requires the creation of an internal consulting team to deploy its methodology. This team is made up of individuals selected from a mix of functional units that comport to the OSTP focus areas. The Governor (or PC Chair in the case of Baghdad) champions the work of the OSTP team whose members are allowed to use up to 25% of time in a normal workweek to conduct OSTP related activities.

System (improved processes):

The continuous improvement cycle that is central to OSTP is synonymous with seeking organizational improvement opportunities and implementing solutions. Sixteen improvements have already been implemented across several provinces including the process to shorten

payments to victims of terrorism (disbursement ceremony pictured above).

Skills (increased level of counterpart capability):

In general, OSTP team members have acquired change management skills and this is evidenced by the improvements solutions that have been implemented. Taqadum will continue to develop these skills as more complex improvements are implemented.

#### **Summary Evaluation**

OSTP has progressed to the point where in the upcoming year, this program element is poised to deliver more improvement solutions that can be replicated across the OSTP teams in the different provinces and the Excellence Network will be strengthened sufficiently to ensure the sustainability of OSTP.

# 1.2 Local Government Association (LGA)

#### Background to Program Element

After a series of stops and starts related to the creation of an LGA, Taqadum is no longer planning to undertake any activities on this program element. Despite support from the State Ministry for Provincial Affairs (SMoPA) and State Shoura Council, there was resistance from the central government toward the creation of an LGA.

Additionally, the Amendments to Law 21 revised the membership of the High Council for Coordination Among Provinces (HCCP) to now include Chairmen of the Provincial Councils. This change provides a platform for PCs to advocate their interests at the federal level and lessens the immediate need for a traditional LGA.

Evaluation of Structure, Systems, and Skills

Not applicable.

## 1.3 Policy

# Background to Program Element

Policy interventions have been rolled into program element 1.5 Provincial Planning and Development Council, discussed below.

Evaluation of Structure, Systems, and Skills

Not applicable.

# 1.4 Financial Management

Impact	Strengthening financial management systems by streamlining processes and procedures to improve budget execution rates and the efficiency of public service delivery
Accomplishments	Financial system mapped in 13 provinces
	223 financial processes documented
	Pilot project mapped and streamlined process for contractor payment to improve budget execution
	Drafted Self-Audit Tool
	8 provinces prepared for Internal Audits using the Supreme Audit Board (SAB) manual
	8 provincial GO or PC staff received technical assistance to respond to SAB audit findings



GSP employs process mapping techniques to improve functional processes in its financial management interventions.

# Background to Program Element

Strong provincial financial systems will support the ability of the GO to propose reasonable budgetary plans and to follow up with oversight of those plans. Likewise, the same systems will allow PCs to make reasonable decisions on resource allocation and monitoring of the implementation of their decisions. In an ongoing effort to promote strengthening of provincial financial management systems, Taqadum worked with accounting and audit staff in PCs and GOs to identify the weaknesses and limitations of existing systems, and to identify and implement improvements to enhance these systems.

#### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

During the program year, fully functioning Letter of Credit (LC) Sections were established in Dhi Qar, Wasit, Diyala, and Salah ad-Din. This is an important development. An LC facility is used to purchase goods and services from foreign companies, providing access to a wider range of quality solutions, especially in infrastructure development.

#### System (improved processes):

During the reporting year, Taqadum mapped the current organizational chart and financial processes of the PC/GO finance department in 13 provinces as well as contractor payment process in Basrah. Additionally, a Self-Audit tool was drafted. In the upcoming year, some of the mapped processes and the adoption of a Self-Audit tool will result in process and procedural improvements.

Skills (increased level of counterpart capability):

Examples of specific skills increased include: revenue and expenditure estimation; budget execution and bookkeeping; fixed assets inventory; bank statement reconciliation; preparation of trial balance reports; contractor payments; issuance of letters of credit (LC); internal audit functions; compliance with relevant financial regulations and other internal audit instruction developed by the Supreme Audit Board (SAB); and compliance with relevant financial laws and regulations, and MOF/MOP guidelines.

#### Summary Evaluation

Process improvements in financial management are where Taqadum will make the most meaningful contribution to our counterparts and ensure sustainability. In 2013, Taqadum built process improvement momentum that will carry forward into 2014; the remaining challenges (time and counterpart involvement) will be closely monitored to ensure completion of scheduled activities.

# 1.5 Provincial Planning and Development Council (PPDC)

Impact	Meeting community needs through integrated provincial and economic development planning by Provincial Planning and Development Councils
Accomplishments	12 PPDCs established
	II Provincial GOs, PCs and PPDCs prepared in Conceptual Policy Formulation
	<ul> <li>9 PPDCs used Proposed Project Lists (PPLs) to acquire citizen input for 2014 budget</li> </ul>
	<ul> <li>Drafted (a) Planning and Budgeting Preparation Manual, and (b)</li> <li>Simple Budget Guide</li> </ul>



GSP helped organize the first meeting of the Basrah PPDC, shown here, in May 2013.

roles and responsibilities, and drafting of quarterly action plans.

# Background to Program Element

The Provincial Planning and Development Councils (PPDCs) were mandated by the MoP to formalize coordinated and inclusive capital planning and implementation, and to bring NGOs, academia, citizen representation, and the private sector into the planning process. Taqadum provided technical assistance to develop PPDC structure, bylaws, objectives,

### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

PPDCs are newly created entities with a mandate, defined membership, and operating structure including sectorial committees, and is equipped with by-laws, holds regular meetings, and has defined roles and responsibilities for its membership. It is an inclusive body and is headed by the provincial Governor.

System (improved processes):

Prior to the establishment of PPDCs, provincial planning was a discrete process, conducted by multiple entities without coordination and using limited data inputs. The advent of the PPDC has resulted in integrated planning defined by an inclusive process that is driven by policy positions, citizen needs, and more data intensive service delivery inputs. PPDC's integrated planning now follows a distinct roadmap (process) that Taqadum helped develop.

Skills (increased level of counterpart capability):

Taqadum built capacity of PPDC committees to gather, analyze, and compare current service levels to existing standards, identify the gaps between current service levels and establish standards.

## Summary Evaluation

A fairly rapid development of PPDCs was observed in 2013. In less than a year, Taqadum counterparts turned a MoP mandate into an operating reality with significant assistance from the program. For future sustainability, PPDCs must continue to embrace and evolve the data driven and inclusionary operating premise. Taqadum is focused on such interventions in 2014.

#### I.6 Planning & Budgeting

# Background to Program Element

Policy interventions have been rolled into program element 1.5 Provincial Planning and Development Council, discussed above.

Evaluation of Structure, Systems, and Skills

Not applicable.

# 1.7 Provincial Communications

# **Background to Program Element**

Taqadum provincial communications interventions in 2013 were minimal due to the difficulty in recruiting expatriate expertise to perform work plan activities. This program element is now rolled up in 1.8 Citizen Participation.



GSP provided technical assistance to Babil PC to launch the Council's citizen-focused website

Nevertheless, there were some interesting developments that positively indicate that local government understands the need for public outreach and more transparency:

- Nine provinces have established, reactivated, and/or enhanced their websites;
- In Diyala, the PC employed the use of social media to increase government to citizen communication, both as an information channel for government information sharing as well as a citizen complaint tool. In Dhi Qar, the Governor is using the GO website to receive and respond to citizen complaints and concerns, while in Anbar, the GO is using Facebook to communicate important information to citizens; and
- Five provinces are posting official PC/GO documents via webpages, newspapers, etc., and six provinces are soliciting citizen input via their official websites.

### <u>Evaluation of Structure, Systems, and Skills</u> Not applicable.

#### 1.8 Citizen Participation

Impact	Systematic public engagement that results in inclusive resource allocation and decision-making processes that are responsive to citizens and involves stakeholder collaboration
Accomplishments	<ul> <li>Office of the Prime Minister institutionalized citizen priorities</li> <li>51 public meetings held with the support of Taqadum</li> <li>15 public meetings held without the support of Taqadum</li> <li>15 provinces established Gender and Vulnerable Population PPLs</li> <li>3 provinces adopted citizen participation laws</li> </ul>

#### Background to Program Element

Taqadum citizen participation intervention provides hands-on training and technical assistance to enable provincial officials to conduct public forums to identify citizen priorities and develop citizen-recommended project priority lists (PPLs) for consideration in the provincial planning and budgeting process. These public meetings are also an important step to engage citizens as partners in shaping and monitoring public service delivery.



Citizens in Abu Ghraib District in Baghdad voting to prioritize projects.

#### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

Three provinces, Baghdad, Diwaniyah, and Diyala have passed a citizen participation law to institutionalize public participation in their respective provinces. The law outlines the creation of a citizen participation unit within the PC that will be staffed and funded and whose activities follow a quarterly or annual action plan.

#### System (improved processes):

Citizen participation mechanisms have been established through public meetings where citizen focused PPLs are developed and serve as inputs into the PPDC planning process. A system for public participation in the resource allocation process is now clearly in place.

Skills (increased level of counterpart capability):

During the program year, Taqadum conducted training to build the capacity of government officials to conduct public meetings. One significant indication of the increase in the capacity of these officials to conduct public meetings is the fact that 15 public meetings across the country were conducted without Taqadum assistance.

#### **Summary Evaluation**

In 2013, this program element greatly prospered from the enthusiasm generated during public meetings involving citizens. The three provinces that recognized the importance of institutionalizing public participation is a strong indication of future sustainability moving forward.

#### 1.9 Provincial Council Capacity Building

Impact	Mentoring and educating newly elected Provincial Council members on their roles and responsibilities
Accomplishments	8 PCs learn how to draft bylaws
	<ul> <li>4 PCs have approved bylaws and can identify capacity building needs</li> </ul>



Newly elected Dhi Qar Provincial Council members participating in a GSP supported event to analyze the sweeping changes in the Second Amendment to Law 21.

#### Background to Program Element

Provincial Council elections were held in April 2013 and resulted in a turnover of approximately 70% in council membership. Following the elections, Taqadum assumed responsibility for building the capacity of these newly elected Provincial Councils in 14 provinces. Given the high turnover in council membership, Taqadum's capacity building program, which began in mid-Q4, is focused on basic and intermediate topics that are designed to develop effective legislators.

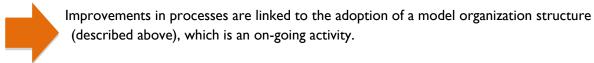
Additionally, the passage of the Second Amendment to Law 21 which devolves duties, services, and competencies to local administrative units, requires capacity building just to develop basic awareness of a complex undertaking. Taqadum is duly providing this assistance to local government.

#### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

In conjunction with the Baghdad PC, Taqadum is piloting the development of a model organizational structure. The premise of this activity is built around the need for a more progressive, effective, and efficient model of operations for a local government legislative body. Upon completion of the pilot initiative, Taqadum will roll out the model organizational structure to provinces that choose to adopt it in whole or in part.

#### System (improved processes):



Skills (increased level of counterpart capability):

Taqadum conducted orientation sessions for the new councils in 2013 and plans to offer starting in Q1 of 2014, workshops focused on authorities, roles and responsibilities of the PC and GO based on Law 21 Amendment 2 including: (1) Legislation, (2) Strategic Planning, Prioritization, Policymaking, Planning and Budgeting, (3) Revenue Generation and Financial Management, and (4) Monitoring (PC) and Oversight (GO).

#### Summary Evaluation

Capacity building for Provincial Councils began late in the program year. Nevertheless, Taqadum is well placed to increase the *skill* level of councilors in 2014. However, *structural* enhancements and *system* improvement may take a longer time to realize.

#### 2.1 Project Monitoring & Oversight

Impact	Service delivery improved through modernized project monitoring and oversight to ensure on-time delivery of capital projects
Accomplishments	Mapped and developed uniform model of capital projects monitoring oversight processes to improve project execution



Salah ad-Din GO Oversight working group pictured here on a pilot project site visit.

#### **Background to Program Element**

In response to the new provincial governments' responsibility for efficient processes and tools with which to conduct PC monitoring and GO oversight of capital projects, Taqadum is proposing process improvements to ensure quality execution of projects.

The process improvements are being adapted to the needs of each province, and will ensure that standardized practices are being used within each province. As PC and GO working groups are formed, Taqadum is providing training on

monitoring and oversight best practices as well as conducting site visits.

#### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

The formation of monitoring and oversight working groups made up of engineers is a requirement in this program element. Taqadum works through these teams on best practices employed in monitoring and oversight activities during projects site visits. During the program year, four working groups have been established: Babil PC, Babil GO, Karbala PC, and Salah ad-Din GO.

System (improved processes):



Process maps of steps in monitoring and oversight have been developed and will be field-tested and refined in 2014. Additionally, a (best practices) standard operating procedure as

well as a Monitoring and Oversight Guide will augment the process maps to strengthen monitoring and oversight of capital projects in the upcoming program year.

Skills (increased level of counterpart capability):

The skills developed by Taqadum for counterparts include: monitoring and evaluation of capital projects; creating a checklist for project inspection; understanding stages of the project life cycle; understanding the difference between successful and unsuccessful projects; process mapping; creating tools to identify the causes of project delays; and using construction schedules.

#### Summary Evaluation

Process improvements in project monitoring and oversight are where Taqadum will make the most meaningful contribution to our counterparts and ensure sustainability. Heading into 2014, the most challenging aspect for this program element is the adoption of an improved monitoring and oversight process and measuring its effectiveness. Time remains the biggest constraint.

### 2.2 Essential Service Delivery Oversight (ESDO) / Service Delivery Performance Standards (SDPS)

Impact	Improving service delivery quality by establishing functional oversight units and measuring line ministry level of services
Accomplishments	<ul> <li>II ESDO workgroups conduct site visits and identify solutions</li> <li>II provinces adopt Service Delivery Performance Standards for water, sewer, storm water and solid waste</li> </ul>
	<ul> <li>8 ESDO workgroups verify that solutions actually solve citizen problems</li> <li>46 field visits conducted by ESDO workgroups</li> </ul>





The impact of Najaf's ESDO, prior and post interventions, on solid waste improvements.

#### Background to Program Element

To guarantee quality service delivery to their citizens, provincial governments and local departments have formed Essential Service Delivery Oversight (ESDO) working groups to measure and increase the level of essential services in underserved neighborhoods.

Using adopted SDPS, ESDO working groups are conducting site visits and citizen surveys to gauge services; make recommendations for improvement; coordinate and oversee implementation of these improvements; and conduct follow-up site visits and surveys to measure progress in closing service gaps. Findings are reported to provincial decision makers.

#### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

To conduct activities within this intervention required the creation of an ESDO workgroup. In 2013, eleven provincial ESDOs were developed with Taqadum assistance. ESDOs members are formally selected, meet regularly, and have a defined action plan from which to conduct their work. The membership of the ESDO workgroup is largely composed of staff from both the PC and GO.

System (improved processes):

The work of the ESDO is to apply pre-defined service delivery performance standards through conducting field tests and reporting their outcome. The shortfall in the actual level of services compared to the established performance standard results in improvement in services in the neighborhoods where the field tests are conducted. Prior to the field-testing done by ESDO in 2013, there was no systemized process to measure services.

Skills (increased level of counterpart capability):

In order to properly perform the work of the ESDO, members have learned to apply the ESDO methodology beginning with a rapid citizen scan, actual field tests, analyzing test results, writing recommendations based on the test results, and resurveying the field location after improvements are made. Separately, ten ESDO teams have participated in a conference to share best practices and lessons learned; this event further reinforced the know-how of the ESDO teams.

#### Summary Evaluation

This program element has been the most successful Taqadum intervention in 2013 as evidenced by the improvements in services in the areas that were field-tested and the associated cost of these improvements. As an example, in Wasit, officials demonstrated their commitment to ESDO interventions by USD \$25 million to purchase heavy equipment for the municipalities department to improve trash collection. In 2014, Taqadum will work with counterparts to institutionalize this program element to ensure its sustainability.

#### 2.3 Regular Reporting on Public on Service Delivery Performance Standards

Background to Program Element

This intervention has been rolled into 2.2 Essential Service Delivery Oversight / Service Delivery Performance Standards, discussed above.

#### Evaluation of Structure, Systems, and Skills

Not Applicable.

### 2.4 Training in Customer Orientation, Quality Circles, Performance Management, and Service Delivery Planning

#### Background to Program Element

This intervention has been rolled into 2.2 Essential Service Delivery Oversight / Service Delivery Performance Standards, discussed above.

#### Evaluation of Structure, Systems, and Skills

Not applicable.

#### 2.5 Citizen Satisfaction Survey (CSS)

#### Background to Program Element

Taqadum interventions are designed to assist local governments in focusing on citizen needs and effectively responding to those needs. One of the most efficient ways to sharpen the focus on citizen needs is to ask their perception of the level of services they receive. A common tool for gauging citizen perceptions is a Citizen Satisfaction Survey (CSS). Taqadum conducted an initial survey in 2012, and repeated the survey in 2013.

#### Evaluation of Structure, Systems, and Skills

Not applicable.

#### 2.6 Sharing Best Practices and Lessons Learned

#### Background to Program Element

This intervention has now been distributed among all the remaining program elements and is no longer a standalone item.

#### Evaluation of Structure, Systems, and Skills

Not applicable.

#### 2.7 Citizen Service Desks (CSD)

Impact	Improving service delivery quality by establishing functional oversight units and measuring line ministry level of services
Accomplishments	<ul> <li>22 provincial CSDs (GO &amp; PC) established or enhanced</li> <li>22 CSDs install and use Issue Tracking and Reporting System (ITRS) to monitor citizen complaints and issues</li> </ul>
	<ul> <li>6 provinces establish Council of Ministers Secretariat (COMSEC) hotlines</li> </ul>





Diyala's Citizen Service Desk staff, left, responding to citizen issues while on the right, CSD staff put up signs to clarify the steps to resolve various citizen related issues.

#### Background to Program Element

Citizen Service Desks (CSDs) are an interface connecting citizens and local government. Taqadum interventions have resulted in the establishment and/or enhancement of CSDs in PCs and GOs in 15 provinces. A key contribution of Taqadum's CSD support is the Issue Tracking and Reporting System (ITRS). Taqadum developed this electronic system to serve as a tool to record citizen issues reported to provincial officials and to facilitate the PC monitoring and GO oversight of directorates that provide citizen services. The system can sort information to facilitate analysis and produce summary reports for decision makers.

#### Evaluation of Structure, Systems, and Skills

Structure (augments organizational structure):

In Q1, Taqadum provided technical assistance to set-up the Diyala PC CSD. Additionally, COMSEC officials have elected to adopt ITRS and use it as the main database to import and maintain current CSD data from the provinces. COMSEC is creating an automated national ITRS GO database with Taqadum assistance.

#### System (improved processes):

ITRS is a database application used to record citizen issues logged at the CSD or through the COMSEC provided hotlines. The significance of ITRS is that the system generates monthly reports that are shared with provincial officials and ESDO working groups. The reports help identify priority areas for ESDO field visits and recommendations, and serve as a tool to provide leaders with the necessary information for data-informed budget and other decision-making. Prior to ITRS, this capability did not exist.

Skills (increased level of counterpart capability):



Taqadum developed the skills of CSD counterparts to use ITRS; these include data entry, report generation, and analysis of data inputs. An ITRS desk (technical) manual was developed and distributed to all ITRS users.

#### **Summary Evaluation**

Taqadum's ITRS solution is rapidly approaching the point of sustainability as evidenced by its ease and widespread use as well as high-level support from COMSEC. In 2014, Taqadum will perform activities to further consolidate its use at the provincial and national level.

#### 2.8 Sub-legislation Implementation Tracking System (SLIT)

Impact	PC and GO cooperatively ensure implementation of approved provincial laws and rules
Accomplishments	II provinces have joint PC/GO SLIT task forces or Joint Committees
	II provinces have Legislative Tracking Action Plans
	9 provinces have Sub-legislation Implementation Tracking (SLIT) databases
	9 provincial councils publically list all legislation passed, including implementation status



Electronic SLIT database application developed by GSP.

#### Background to Program Element

Provincial Councils pass resolutions and ordinances through the authority granted to them under Law 21. Once passed, the Governor's Offices must implement these pieces of sub-legislation. Taqadum has developed an electronic Sub-legislation Implementation Tracking (SLIT) system to assist PCs to monitor implementation of the sub-legislation.

Fundamentally, the electronic database will be used to produce regular reports on the implementation status of sub-legislation. Eleven provinces have formed task forces or joint committees to implement SLIT.

#### Evaluation of Structure, Systems, and Skills

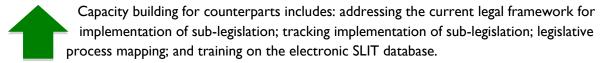
Structure (augments organizational structure):

Eleven provinces have formed a joint PC and GO task force to track sub-legislation. Taqadum worked through these task forces to develop an action plan to better track sub-legislation and to take corrective action.

System (improved processes):

The joint task forces have defined and clarified the current legislative process through process maps; located legislation that the PC passed and identified implementation status; and used the electronic database as a tool for monitoring implementation status. Prior to Taqadum's intervention, this systemized approach to tracking sub-legislation did not exist.

Skills (increased level of counterpart capability):



#### **Summary Evaluation**

The SLIT program element has gained traction in the provinces targeted with this intervention. In 2014, Taqadum will consolidate these gains and work to institutionalize this function to ensure its sustainability.

#### **COST EFFECTIVENESS**

Taqadum's streamlined and integrated approach to M&E helps make evaluating impact a cost effective initiative. By integrating monitoring and evaluation into staff's scope of work, Taqadum ensures that M&E is happening in a cross-cutting comprehensive manner and that data is being collected and analyzed from the ground up. This approach helps contain costs as no additional funds are needed to implement daily M&E activities. Taqadum also has a dedicated M&E team to manage the project's M&E platform.

As a result of this approach, Taqadum only incurs minimal express costs dedicated solely to monitoring and evaluation. This is largely incurred through the annual Citizen Satisfaction Survey (CSS). The most recent CSS surveyed more than 15,000 and cost approximately \$130,000. This approach has proven to be a cost effective way to monitor and manage more than 20 indicators tracking national-level activities and data.

#### **LESSONS LEARNED**

In this section, the lessons learned are specific to Monitoring and Evaluation. A separate report entitled, Lessons Learned and Best Practices, a reflective narrative on prior year project implementation, is distinct from the lessons learned discussed here.

### Lesson Learned #1: Program Indicators Must Account for the Disruptions Caused by Provincial Elections

During the program year, provincial elections were held that caused some level of disruption to Taqadum's M&E platform, especially post-elections. The period between the end of the elections and when councils and committees were formed, members were seated, and Governors were selected, was at least a two month period that slowed down Taqadum's activities at the local level. Some of the councils are still managing challenges related to court decisions. Additionally, the post-inauguration phase further diminished some of Taqadum's activities as councils had to manage the demands of learning to grow into their roles.

For Taqadum, the elections and associated delays resulted in two indicators, #6: Number of Provincial Capital Investment and Operating Budgets Submitted to MoP on Schedule and #18: Number of Service Improvement Projects Adopted and Funded Through ARDP, being negatively impacted.

Since the provincial election year is known well ahead of time, Monitoring and Evaluation should make calculated decisions to (a) define an exclusion period for indicators that is reflective of the election cycle, (b) scale back targets to accommodate election related delays, or (c) in consultation with technical advisors, plan to begin and conclude certain program elements around the timing of provincial elections.

Individually or collectively, these approaches need to be considered to mitigate against not meeting performance targets during the election cycle.

#### Lesson Learned #2: Measure to Manage

Fundamentally, Taqadum is a knowledge-enabling program: building human capital, improving services through effective monitoring and oversight, and installing and institutionalizing systems to achieve good governance. The program element (ESDO & SDPS – Indicators #15 and #19 respectively) to form oversight units and develop and field test performance standards has been successful in its application and impact as evidenced by the remedial actions taken by directorates to improve services. At the heart of ESDO/SDPS is the simple notion that, if you can't measure it, you can't manage it and the opposite is true: you have to measure to manage. ESDO/SDPS intervention to measure services provides a blueprint to integrate **measurement** into all Taqadum's counterpart activities.

Data from measurement activities create decision-making points. To create measurement competency in all aspects of governance is to create reference points to guide resource allocation and operational schemes. While some Taqadum program elements are moving in this direction, creating an organizational culture to embrace measurement is the larger logical step.

#### Lesson Learned #3: Indicators Need to Comport to the Maturation of Local Government

Defining meaningful program indicators in governance is an enduring challenge. However, one rule of thumb to incorporate into any governance program, regardless of the implementer and their entry point into the program, is that PMP indicators need to comport to prior and continuing investment made by the donor.

In the case of Taqadum, the program is a continuation of the Local Governance Program, an almost \$900 million investment by USAID since 2003. Since that time, local government has matured. Where simple output indicators may have once served a purpose, maturation requires a commensurate requirement to embrace the more difficult outcome and impact indicators.

Additionally, key political and policy inflection points in Iraq such as the passage of Constitution, ARDP funding to local government, passage of Law of Governorates Not Organized in a Region - Law 21, formation of PPDC, Amendments to Law 21, glide path, security, visa regulations, etc. demand flexibility in modifying how a program measures itself.

While Taqadum's latest approved version of the PMP (dated October 25, 2013) responds to the cycle of local government maturation, a bold declaration to implement key and responsive performance indictors should guide programming outputs.

#### RECOMMENDATIONS FOR FUTURE GOVERNANCE SUPPORT

This section outlines future governance support. This support is not considered a part of current activities but is illustrative of future governance support.

The four recommendations below, related to measuring local government ahead of devolution as a consequence of the Second Amendment to Law 21, are linked together.

### Recommendation #1: Scientific Citizen Satisfaction Survey of Public Service Delivery Prior to Devolution

Article 45 of the Second Amendment to Law 21 devolves the functions and authorities of eight key ministries. Ahead of this move to decentralize duties, services, and competencies to local administrative units, a set of baseline surveys to gauge citizen satisfaction with the services provided by these ministries needs to be conducted. The survey will be scientific in nature to establish a level of confidence in its results and so that future surveys and competent comparisons can be made.

The support for a scientific survey of current public services establishes a respected benchmark for local government to hurdle upon partial or full devolution, a minimum expectation from citizens that will surely increase over time. This is a critical step because it immediately frames performance through a measurement platform from which a default goal is established.

#### Recommendation #2: Benchmarking Public Services at the Start of Devolution

The support articulated here is to benchmark key current processes that impact public services, delivered directly or indirectly, from the devolved ministries. Benchmarking these services lays the foundation to improve back-end processes that are being transitioned to local administrative units and

helps to ensure that local government is at least positioned to gradually improve service delivery and by extension, citizen satisfaction of the services provided. Two important issues for managing public services efficiently and effectively in Iraq are I) establishing a performance management plan and benchmarking indicators within and with other countries, and 2) establishing a local government code to guide and help public officials in decision making without being paralyzed by unknown or conflicting laws.

#### Recommendation #3: Establishing Monitoring and Evaluation Units in PC and GO

The establishment of a monitoring and evaluation unit in the PC and GO is designed to ensure that key decision-makers during the devolution phase can quickly grasp the progress of this considerable endeavor by reviewing key performance indicators and take the necessary actions to remedy potential problems.

Additionally, the work of the M&E unit can be linked to the variety of improvements being conducted by the internal consulting units working on organizational development improvement solutions. The M&E unit could also be used to collect other important management data for planning and decision-making processes.

#### Recommendation #4: Enacting Local Revenue Collection Laws and Instructions

Law 21 includes several sources for local governments to collect revenue. However, it lacks laws and instructions for the collection and use of these revenues. Enacting such laws and guidelines will assist local governments in generating revenue and help them meet citizen's needs with fewer instances of corruption and misuse.

#### Annex A. Program Highlights and Success Stories

## Organizational Self-Assessment Leaves Provinces to Cope With Success



Saba Hasan, a Civil Engineer and Organizational Self-Assessment and Transformation Team Leader in the Ninawa Governor's Office.

"Before OSTP we had no clear processes for listening to, or helping, our citizens. Now we've implemented the sorts of changes that enable us to do that." "The first time GSP came to Ninawa to talk to the Governor about the Organizational Self-Assessment and Transformation Program (OSTP), he committed to creating a team for some of us to learn the system," recalls Saba Hasan, a civil engineer in the Ninawa Governor's Office.

OSTP is a holistic development approach for building the capacity of public sector organizations to continuously improve their performance. It is a tool that empowers employees to strengthen the institutions in which they work.

"I heard about it and I did not understand what it would do for us. GSP asked the Governor for a team sponsor and I volunteered. But I still did not know what we were going to do

in this team," says Hasan. "After a few months, we understood that OSTP made sense for us and we started to use the methodology to improve our own departmental procedures."

OSTP received a warm reception from the Ninawa government. "Before OSTP we had no clear processes for listening to, or helping, our citizens," explains Hasan. "Now we've implemented the sorts of changes that enable us to do that."

"Changes were small at first," admits Hasan. "Paperwork was rerouted within the Governorate to make sure it went to the right offices for each citizen issue."

But soon the Ninawa OSTP unit became aware of more important changes to be made – like opening communications with other service departments, and monthly meetings to update the Governor.

"Before OSTP we didn't know how the national goals of the Central Government would impact us," says Hasan. "Now we know that however it happens (including decentralization) we will be able to handle change," she adds proudly.

As she contemplates the changes in her co-workers, Hasan smiles widely. "And the young people in our offices! They are so excited to be working with the OSTP teams. They are like new people – they want to change everything and they are taking on the responsibilities that come with change."

"I don't look at problems the same way now," says Hasan. "I've changed. I think differently. I see things differently. And I am more confident that change will be positive – this is the big difference."

In 2013, GSP helped provincial OSTP teams complete six Self-Assessments Benchmark Reports. From these benchmarks reports, OSTP teams in the six provinces identified 172 organizational improvements and implemented 16 solutions while also launching an Excellence Network comprising of seven provinces.

# Provincial Planning and Development Councils: Everyone Needs A Plan



PPDC members from six provinces at the "Policy as a Response to Citizen Needs" workshop held in May 2013.

When provincial leaders are newly elected and have no experience in governance, they need proper planning. For effective provincial planning, inexperienced legislators need a framework by which to develop an actual plan.

In 2012, when, the Prime Minister asked the Ministry of Planning to mandate that each Provincial Government have a Provincial Planning and Development Council (PPDC), the concept was to formalize coordinated and inclusive planning and implementation at the local level.

The PPDCs are advisory bodies that work to identify and coordinate planning and budgeting issues between line ministries and provincial governments. Governors or their designees head the PPDCs, which present recommendations to Provincial Councils on how to meet the needs of their citizens. But how can you help your constituents without a formalized plan for inclusive governance?

GSP has been providing Provincial Councils and Governors' Offices with the tools needed to meet that challenge. To date, twelve PPDCs across Iraq have been formed with GSP's assistance.

By channeling provincial planning under the direction of the PPDCs, GSP is consolidating disparate infrastructure plans, stakeholders, and funding sources into an integrated planning platform at the local level to meet development needs and to maximize resources.

As a result, PPDCs are increasing local self-determination, a positive step in devolving functions and authorities.

In 2013, GSP provided significant technical assistance to establish PPDCs in 12 provinces. These PPDC have passed by-laws and its membership is drawn from an inclusive spectrum of stakeholders. GSP trained 11 PPDCs to prepare Conceptual Policy Formulation while nine PPDCs used Project Priority Lists (PPLs) to acquire citizen input for 2014 budget.

# **Baghdad Citizens Take Active Role** in Provincial Service Delivery



The **first** provincial-level public meeting in Baghdad attracted 143 participants, Feb. 2013.

#### Government in Baghdad Province

"The participation of citizens in decisionmaking is the most important pillar of the local government and one of the most important ways to promote democracy."

#### ~ Mr. Ali Banyan, Baghdad Provincial Council Chair Representative

- "...the community should contribute in the vision and decisions of the council."
- ~ Mr. Sabbar Al-Sai'dy, Baghdad PC Member and Legal Committee Chair

They turned out from all over Baghdad to attend their Provincial Council's (PC) first ever citizen participation meeting. One hundred and forty three representatives from the media, local District Councils, NGOs – even tribal leaders – came to listen to, and speak about, citizen participation in local government processes – a concept supported by recently passed provincial Sub-Legislation.

A high priority on the agenda was to determine how best to generate and incorporate citizen feedback into everyday provincial decision making. After listening carefully to its constituents, the PC decided to publish a booklet on the Citizen Participation Sub-Legislation; the importance of citizen engagement in local government; and how citizens can get involved in this process. It was decided that the booklet would be distributed to citizens through district councils, government entities, and schools.

As is often seen, young people are frequently the most enthusiastic about taking part in local government. Educating youth on the importance of citizen participation is particularly crucial to the sustainability of the process – a first step in developing a new generation of democratic citizen activists.

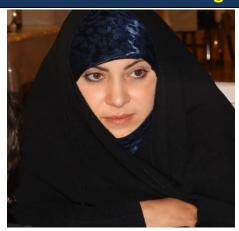
The Baghdad PC held a similarly successful public meeting in Rusafa District later that month. At both meetings, participants wanted to know how the provincial government intended to meet service

delivery performance standards, also introduced by GSP. These standards are intended to hold local governments accountable to citizens. Participants voted to establish service delivery working groups, which will regularly elicit citizen feedback and evaluate the quality of service delivery.

GSP has worked with PCs to pass and implement Citizen Participation Sub-Legislation in three provinces. Such legislation actively supports other successful GSP interventions, such as Service Delivery Performance Standards and Citizen Services Desks.

In 2013, in addition to the passage and adoption of Citizen Participation Laws in three provinces, 66 public meeting were held across the country, of which 15 were conducted without GSP assistance. As a direct consequence of GSP's citizen participation interventions, the Office of the Prime Minister issued a directive that institutionalizes citizen priorities in the planning process.

#### GSP Training Gives Najaf PC Member Strength to Fight for Women



Dr. Azhar Al Turaihi of the Najaf PC credits Taqadum with giving her the tools to govern alongside men.

Dr. Azhar Al-Turaihi, of Najaf, has the placid face of an easy-going wife and mother. It is not until she speaks to the issue of women's rights that one realizes she is not so placid after all.

Dr. Azhar, a member of the Najaf Provincial Council, attended several GSP workshops designed to help PC members become better policy-makers.

Dr. Azhar says she has always been a bit militant on women's issues. "As far back as I can remember, at least since liberation in 2003, I became interested in women's rights and governance. I realized that the place to make an impact with women's issues was on the Provincial Council – the highest entity in Najaf." She was elected to the council the very same year. "It is very hard to be on the PC as a woman in a

religious area like Najaf. Najaf is what I would call 'socially religious.' I have a sister on the Karbala PC. The more we speak, the more conscious I become of the need to truly push on gender issues in Najaf. We come from a political family. I was raised to be open-minded. But I was *shocked* when I got out in the world and found it was very different than I expected."

"In 2003, and it was so difficult for a woman to be on the PC – just to be present in the meetings. None of the men would listen to me," says Dr Azhar, reliving the sense of outrage she felt at the time. "Women's issues don't go away. And with age I have slowly found my voice."

Among the interventions on behalf of women that Dr. Azhar aspires to in Najaf are: a women's cultural forum, a small grants program for widows and orphans and a job creation scheme. "I've learned from GSP how to write proposals to be considered by the Najaf PC and to lobby to have these interventions written into the budget."

"Women and the disadvantaged need a place to come network with other women," says Dr. Azhar adamantly. "You may think it is easy, but it is very difficult to be a woman among many men. You have to work much harder than a man just to keep up with him in this society. At first I was disappointed in PC meetings. When I spoke, the men would all break off into side conversations. I got annoyed and just switched off my microphone during my allotted time."

"They all looked at me in silence," Azhar recalls with a smile. "I said 'Why should I speak if no one is listening?" Now they listen," says Azhar.

In 2013, GSP assisted in the creation of Project Priority Lists specific to Gender and Vulnerable Populations for 15 provinces. Additionally, 85 female council members participated in GSP interventions which was 22 more than the program targeted. Similarly, 21.42% of women, youth, and minority groups participated in the GSP assisted provincial planning process which was an increase of 11.42 percentage points over the target of 10%.

### Essential Service Delivery Oversight Facilitates Citizen-centered Government



A family in the underserved Al-Askary Neighborhood in Babil receives one of approximately one thousand trash receptacles distributed as a result of GSP's ESDO intervention



The Municipal Water Department in Babil is expanding the potable water network to include an additional 86 houses.

Babil province's Essential Services Delivery Oversight (ESDO) unit recently conducted a field test and rapid citizen scan in its Al-Askary neighborhood, revealing two critical service deficiencies: 95% of households indicated that they did not have the infrastructure capacity to pump water. Additionally, none of the 4,250 households in the neighborhood had trash receptacles, resulting in an unsightly neighborhood and unhealthy environment.

The Babil Water Directorate responded by expanding the potable water network to include another 86 houses in the neighborhood. And the municipality distributed nearly 1,000 trash receptacles in three of four areas in the neighborhood.

Through its ESDO initiative, GSP is helping Provincial Councils' (PCs) and Governor's Offices' (GOs) to respond to community needs with effective solutions—elevating confidence in local government and empowering local officials to exercise municipal government oversight.

GSP is working along-side PCs and GOs across the provinces to establish ESDO units and develop Service Delivery Performance Standards (SDPS) to evaluate and monitor—first hand—such basic public services as solid waste collection, access to water, and sewage treatment.

In 2013, GSP assisted in the creation and develoment of 11 provincial ESDO work groups which were mostly staffed by PC/GO officials. During the course of the program year, these ESDO teams adopted Service Delivery Performance Standards for water, sewer, and solid waste services. In total, 46 site visits were conducted by the ESDO work groups and largely resulted in improvements to public services in the areas visited.

# Coming Soon to a Citizen Service Desk Near You: GSP's Issue Tracking and Reporting System Application



GSP's ITRS Database Programmer explains the latest version of the ITRS application



CSD staff in Wasit province being trained in the use of ITRS



Interface for the beta version of ITRS

# Issue Tracking Software is a Citizen Intensive Application that Enables Smarter Government

A Citizen Service Desk (CSD) is integral to enhancing citizen focused public service delivery. Fundamentally, a CSD is a one-stop shop for information about provincial government services, applying for available services, and filing complaints. As an interface between citizens and local government, a CSD is a convenient resource to address citizen needs. GSP is providing technical assistance and capacity building support to establish new and enhance existing service desks.

GSP's signature contribution to the enhancement of CSDs is the installation and use of a database application called Issue Tracking and Reporting System (ITRS). This application found immediate favor with a vast majority of the CSDs due to its ease of use and efficiency and effectiveness compared to the rudimentary record keeping of citizen issues, prior to adopting ITRS.

The high-end value of ITRS lies in its reporting capacity. The application will be able to report to decision-makers, including but not limited to, the following types of information:

- Service delivery issues by sector and by location
- Time it takes for service delivery issues to be resolved or reasons for non-resolution
- Ratio of issues to employees (issue load factor)

In each of these instances, the reports from ITRS will allow decision-makers to make informed, citizen need-based judgments for inclusion in planning, budgeting, and service delivery improvements.

In 2013, GSP established or enhanced 22 CSDs, both at the PC and GO level. ITRS was deployed in 22 CSD's to record data so as to better understand community needs. In addition, GSP assisted six CDSs in PC to secure free hotlines from COMSEC.